WASHINGTON STATE GAMBLING COMMISSION

MINUTES COMMISSION MEETING THURSDAY, MAY 9, 1996

Chairman Tull called the meeting to order at 1:50 p.m. at the Red Lion Inn at the Quay, Vancouver, Washington.

MEMBERS PRESENT: ROBERT M. TULL, Chairman; EDWARD HEAVEY; CURTIS LUDWIG;

and LIZ McLAUGHLIN; and Ex Officio Member REPRESENTATIVE

RUTH FISHER.

OTHERS PRESENT: FRANK MILLER, Director;

BEN BISHOP, Deputy Director;

SHARON TOLTON, Assistant Director, Special Operations; SHERRI WINSLOW, Assistant Director, Field Operations;

CALLY CASS-HEALY, Assistant Director, Licensing Operations;

CARRIE TELLEFSON; Special Assistant, Public Affairs;

JONATHAN McCOY, Assistant Attorney General;

MICHAEL AOKI-KRAMER, Rules and Policy Coordinator;

and SUSAN GREEN, Executive Assistant.

Chairman Tull said Commissioner Ludwig will be arriving soon.

LICENSE APPROVALS

NEW LICENSES, CHANGES, WITHDRAWALS AND TRIBAL CERTIFICATIONS

Commissioner McLaughlin moved for approval of the new licenses, changes, withdrawals and tribal certifications as printed in the published agenda; **Commissioner Heavey** seconded the motion. *Vote taken, motion carried with three aye votes.*

REVIEW OF FRIDAY'S AGENDA

Carrie Tellefson said there are two staff reports tomorrow; Sharon Tolton will give a report on the two percent community contribution process, and Ms. Tellefson will report on Initiative 671. She said there are 14 rules up for final action, two of which have to do with authorizing additional card and tile games and the other 12 rules relate to player selection bingo games. There are three rules up for discussion, including a petition from Technik Manufacturing, and there is one rule up for discussion and possible filing. Under unfinished business, there is a possible vote on the Yakama and Puyallup compacts at the Commission's discretion.

Commissioner Heavey asked if there would be any testimony taken with regard to the Class III gaming compacts or if they are just up for possible final action; **Ms. Tellefson** said she is aware of one person who wishes to testify with regard to the Puyallup compact.

DEFAULT HEARING

Cecil Sims, Case No. 95-1263

Chairman Tull said this case involves an applicant seeking a public card room employee license. Due to failure to disclose pertinent information, it was determined that the application should be denied. An opportunity for reply, response, and a request for hearing has been afforded this proposed licensee. He asked if anyone is present for this case; no one came forward. He said that since no one is present, it is the practice of the Commission to deny his application for a license and that he not be allowed to reapply for a license for at least three years.

Commissioner Heavey moved to accept the default orders as recommended by staff; **Commissioner McLaughlin** seconded the motion. *Vote taken, motion carried with four aye votes.*

PROGRAM REVIEW -- FOLLOWUP

Columbia Basin Domestic Violence Services

Chairman Tull explained that in the agenda packet there is a brief memorandum from the Financial Investigations Unit staff. He said temporary certification in October of 1995 was granted because of concerns about whether the evolution of re-organization had taken place, whether or not management had been properly elected in accordance with the articles of incorporation of the organization. Staff has now determined that at the annual meeting held on March 20, 1996, the election occurred in accordance with the articles of incorporation and therefore, staff recommends that this organization go from temporary certification to a regular certification.

Dan Belles, Supervisor, Financial Reporting Services, asked if there are any questions.

Commissioner Ludwig moved to grant certification to this organization in accordance with recommendations of staff. **Commissioner McLaughlin** seconded the motion. *Vote taken, motion carried with four ave votes.*

QUALIFICATION REVIEWS

Formal Review 40 ET 8 #99, Vancouver

Mr. Belles said this is a patriotic organization that has a Class "L" bingo license, a Class "L" punchboard/pull tab license, and a Class "A" amusement game license. The organization was formed in 1933 and has been licensed with the Commission since 1974. They have 231 voting members. The organization maintains a community service club in Vancouver for various membership activities. The organization also maintains a rebuilt locomotive for civic functions in Clark County. Charitable services are provided indirectly through contributions or scholarship awards through four national programs - Americanism, Child Welfare, Nurse's Training, and American Athletic Union. The organization was formed to "uphold and defend the Constitution of the United States; to maintain law and order; to foster and perpetuate Americanism; and to serve the needs of worthy veterans."

Mr. Belles said the organization served 33,000 members of the general public during the year and

made contributions totaling \$57,662. It also funded scholarships totaling \$23,875, and its net gambling revenues totaled \$425,284. Bingo net income was 81.7 percent of its total revenues. 40 et 8 spent \$207,423 in support of its stated purposes. The organization supported its programs while building a new facility for their club and gambling activities. The organization's operation will move into its new facility in November of 1996. Staff recommends approval for qualification as a patriotic organization for the purposes of conducting gambling in the state of Washington. He introduced the president of 40 et 8, Ted Fuller.

Chairman Tull explained the purpose of and procedure for qualification reviews. He said the Commission asks organizations to make a presentation about their organization and what they're doing. They are also welcome to offer comments or suggestions about what the Gambling Commission is doing. This is an opportunity for the commissioners to learn about some of the good works that licensees are doing throughout the state, making careful and appropriate use of the proceeds of gambling.

Ted Fuller said his official title is Chef de Gare, which is another way to say president, commander, or head honcho. He introduced board members: Paul Mason, George Stottle, Bill Bailey, Bob Axton, Rod Strickland, Floyd Henley, George Zimmer, Ed Dunkel, Les Scott, bingo manager, and Lindey Bush and Connie Sorenson, assistant managers.

Mr. Fuller said in terms of the time factors involved in the construction project (two years plus), 40 et 8 is required to meet wetlands issues and mandates. At one time, the entire special committee members (board members) traveled to Seattle and met with the U.S. Corps of Engineers, the Department of Fish and Wildlife, the Department of Ecology, the Department of Natural Resources, and the state's civil engineer. Months of on-site work were necessary before any building permits were issued. Those permits allowed for the construction of a "Loci shed," the kitchen and dining areas, and the restroom Minor change orders became necessary to comply with directives issued by building inspectors, fire inspectors, health department inspectors, and county planning staff. Eight months ago, a permanent occupancy permit was granted by the county allowing us to occupy the buildings. The architect, engineer, and building contractor have given assurance, as recently as April 15, 1996, that the plans for the main building will be approved and permits will be issued at any time now. Special committee members, the board of directors, the Chef de Gare, and others have attended numerous meetings with representatives of local lending institutions, planning commission, attorneys, and the board of county commissioners. Recently, questions have been asked regarding the four-or-five month time lag in obtaining the final building permits. He said the committee and chateau manager are comfortable with that time frame for a number of important factors. First, the organization must meet the contract with C E John's Company in the lease with the present bingo building. Second, premature moving before December 31, 1996, (the lease expiration date) could result in an expensive lease buyout or heavy penalty. Thirdly, it is the club manager's desire to move into the new building by October 1996. The architect has assured them that the building completion will occur well ahead of that date. He noted 40 et 8 has invested \$1.6 million in its ten acre site project. As of this date, the project is totally free of any financial encumbrances.

Mr. Fuller said that the committee recently received questions regarding changes in planning matters involving the new bingo building. The most recent major change made by the committee was to delete plans for a second floor on the main building, thereby reducing the cost from approximately \$3 million to \$1.5 - 1.7 million. This change will still provide 40 et 8 with a building that will meet all of its expectations.

Mr. Fuller said that members wanted to have the picnic area covered to accommodate banquets for up to 100 people. This addition will cost \$225,000 including taxes and furnishings. The last portion of the

building phase is the bingo hall. From September 1st through November, they have paid \$145,119.04 to Woodville Construction and \$27,341 to Bixby Architects. While the special building committee worked with the construction, other fellow Voyagers were working hard giving away money. **Mr. Fuller** asked the Commission to please note the enclosed donation list, which includes 24 current nurses in training; 13 nurses graduated in 1995, and they expect to sponsor 25 nurses in the coming year. Other donations included \$11,500 to youth sports, which involved approximately 800 children. In addition, the organization contributed to Americanism and Child Welfare programs as established by the 40 et 8.

Mr. Fuller said members contributed in excess of 123,000 hours and over 418,000 miles in personal car and locomotive miles. Following the purchase of their ten acre site on 78th Street, a special building committee was appointed by the Chef de Gare and subsequently ratified by the general membership with a stipulation that the special building committee would remain as a permanent committee until completion of the 78th Street project. Frequently, members, committee chairmen, past Chef de Gares, and other voyagers have attended meetings of the special building committee. Meetings of the special building committee have never been scheduled for dates and certain times for understandable reasons. The committee meets when it is necessary. The results of those meetings are then reported to the Chammaneau at its next meeting and from there to the membership at the next voyager promenade or general meeting.

They have invested \$1.8 million in land improvements on the ten acre site. They will have their first open house on May 11, 1996 between the hours of 1400 and 1700. All voyagers have been sent individual invitations. The expenditure of approximately \$218,000 was made to complete the new dining and lounge building. All permits involving the operation thus far have been received and are posted in the lounge. Construction of the bingo building is scheduled to begin this month. Engineering and architectural fees and costs for the project have been estimated at \$85,000 which was respectfully submitted by the special building committee to the entire membership. He said they have spent a lot of time working on their new facility, but they are still carrying on the works of this veterans organization. They would like to continue providing these important services.

Commissioner Ludwig noted that the gross revenues were down about \$83,000 from 1994 and the net revenues were down about \$50,000. He asked what caused the decline; **Les Scott,** bingo manager, said part of the problem is that the facilities in Oregon are allowed to operate seven days per week. There are problems in Oregon that are causing problems for operators in Southwest Washington. He said their bingo game hasn't suffered from competition with the tribal operations, but they suffer because of operations in Oregon.

Chairman Tull asked for some background information on this organization. Mr. Fuller said 40 et 8 was formed in 1920 by veterans of World War I, who had already formed the American Legion. The American Legion was concerning itself with veteran affairs, widows, orphans, and other serious matters. They wanted to have an organization that was for fun also. The name 40 et 8 came from the French boxcars that were used to transport troops to the front during World War I. The boxcars could carry either 40 men or 8 horses and on the side of the boxcar there was a little triangle emblem that had 40 over 8. From that time, the organization grew rapidly and became very much interested in nurses training because there was a shortage of nurses during World War I. The organization took it upon itself to see to it that in future wars, there would at least be nurses there to care for the wounded.

Commissioner Heavey asked how they decide who can become a member. **Mr. Fuller** said the first qualification is membership in the American Legion. Members must also provide some significant service to veterans and be asked to join. No one can join without being asked.

Chairman Tull asked if anyone has questions or comments. Commissioner McLaughlin asked if the

amount of salary and benefits paid to Lester Scott included taxes. **Ms. Cass-Healy** answered that the benefits listed include only those paid directly to the employee.

Chairman Tull said Mr. Scott is a regular attendee of the Commission meetings and often participates in study committees. A few years ago, one of the questions the Commission had for 40 et 8 was what were they going to do with all of the money they were accumulating. Today they have given the Commission a good detailed response to that question.

Mr. Scott said he'd like to comment on the Gambling Commission staff. He said that Director Miller has made a lot of changes over the years and they've all been for the better.

Chairman Tull said board members of organizations that conduct gambling must be reminded from time to time that they are responsible to fully account for the funds raised through gambling. He said the Commission exists to administer that system and he hopes to make it a fair system, a system that protects players and more importantly, protects organizations. He urged the board members to continue diligently and that if anyone doesn't understand the gambling operations and internal controls, they should make the effort to learn. He said this organization has truly made a difference in the community.

Commissioner Ludwig moved for certification of this organization to conduct gambling; **Commissioner Heavey** seconded the motion. **Commissioner Heavey** commented he has seen the fun side of the organization in Seattle and has seen the serious side here at today's meeting. *Vote taken; motion carried with four aye votes.*

Director Miller requested an executive session to discuss tribal negotiations and litigation.

Chairman Tull called for an executive session and said there will be no other public business following the executive session. He said the meeting will reconvene tomorrow at 10:00 a.m.

Chairman Tull adjourned the meeting.

WASHINGTON STATE GAMBLING COMMISSION

MINUTES COMMISSION MEETING FRIDAY, MAY 10, 1996

Chairman Tull called the meeting to order at 10:08 a.m. at the Red Lion Inn at the Quay, Vancouver, Washington.

MEMBERS PRESENT: ROBERT M. TULL, Chairman; EDWARD HEAVEY; CURTIS

LUDWIG; and LIZ McLAUGHLIN; and Ex Officio Members SENATOR MARGARITA PRENTICE and REPRESENTATIVE

RUTH FISHER.

OTHERS PRESENT: FRANK L. MILLER, Director;

BEN BISHOP, Deputy Director;

SHARON TOLTON, Assistant Director, Special Operations; SHERRI WINSLOW, Assistant Director, Field Operations; CALLY CASS-HEALY, Assistant Director, Licensing; CARRIE TELLEFSON, Special Assistant, Public Affairs;

JONATHAN McCOY, Assistant Attorney General;

and SUSAN GREEN, Executive Assistant.

Chairman Tull said at the special Committee meeting in Tacoma it was determined that today under unfinished business the Puyallup tribal-state gaming compact and the Yakama tribal-state gaming compact would be added to the agenda.

Director Miller noted a change in the agenda. The rules under Item 4 of the agenda, *allowing additional bingo games to be played concurrently with other bingo games*, will be continued for one month due to some concerns raised about some of the language contained within the rules.

APPROVAL OF THE MINUTES FROM THE APRIL 11-12, 1996, MEETINGS

Commissioner Heavey moved to accept the minutes from the April 11-12, 1996, Commission meetings in Blaine, Washington, as set forth in the agenda packet; **Commissioner Ludwig** seconded the motion. *Vote taken, motion carried with four aye votes.*

STAFF REPORTS

Initiative 671

Ms. Tellefson said Initiative 671 was filed on April 11, 1996, by Tribes for Responsible Gaming, which consists of approximately 13 tribes, most of which have compacts with the state. She said 181,000 signatures must be gathered by July in order for this to be placed on the November 1996 election ballot.

Ms. Tellefson said Initiative 671 adds new sections to RCW 9.46 and authorizes electronic gambling devices for tribes in this state. It sets forth a two phased approach for implementation of these devices similar to what is already authorized in current compacts. Phase I approves 295 gaming devices per compacted tribe and, after 10 months of operation, the tribal gaming agency and the state gaming agency will conduct a thorough review and determine if certain conditions have been met. These conditions are essentially the same as those set forth in the current compacts. If the review is completed successfully, the tribe may take the operation to Phase II levels at 12 months of operation, which authorizes 495 electronic gaming devices per compacted tribe. If all the tribes take advantage of this scheme, the total number of machines in the state would be 12,870. She said I-671 is set forth as an amendment to the compacts that are currently in place so tribes that don't have compacts at this time would have to negotiate a compact before they could implement the provisions of I-671.

I-671 also provides for a distribution scheme of the revenues from the electronic gaming devices. Eighty-five percent of the revenues would go to the tribal operation, but fifteen percent of the revenues would be dispersed to a number of other organizations. Of the fifteen percent, forty-five percent would go to statewide fish habitat and watershed restoration; forty-five percent would go to counties for economic development; six percent would go to local governments for impacts to safety and emergency services and other governmental services that would be impacted from the gaming operation; two percent would go to local charities; and two percent would go to the Washington State Gambling Commission for regulation. I-671 also provides that net revenues (wagers less prizes less the cost to maintain, operate, and regulate those devices) from three gaming devices would go to charities within the state. At Phase II, this would increase to five devices.

Ms. Tellefson said the contributions that go to entities other than the tribes will be distributed by the State Treasurer. The tribe would transfer the money within 30 days of the end of each calendar quarter and the State Treasurer would disperse the funds at that point. There is an exclusivity clause in I-671 stating that if the state authorizes electronic gambling devices for anyone other than tribes, and if the number of electronic gambling devices authorized exceeds 25 percent of those authorized under I-671, which is approximately 3,000 devices, then the charitable distribution and the distribution to counties for economical development would be eliminated. She said the compact under I-671 would allow one facility per tribe on the reservation or on Indian lands if negotiated by the state. It authorizes tribal ownership only, 80 percent prize payout, and the hours and other regulatory provisions are the same as what is in the current compacts.

Commissioner Heavey said the analysis should reflect the actual percentage that is being received by the state, i.e. it's not 45 percent of 15 percent, it's 6.75 percent. Senator Prentice noted that this proposal is a substantial expansion of gambling, a sort that the Legislature has not permitted; however, it's for a select group only so someone would have to go to the reservation in order to play those particular games. She asked if the Legislature were to come back and say that the other folks who engage in gambling could also then have one or the same kinds of games, then the deal is off in effect or at least certain aspects of it? Ms. Tellefson answered if the number of devices authorized off the reservation or Indian lands exceeds a certain percentage of those authorized on Indian lands, then part of the deal is off so to speak. Commissioner Heavey said the Legislature would be able to amend this initiative by a two-thirds vote after two years.

Ms. Tellefson said there are members of the sponsoring tribes present.

Representative Fisher asked what the proposed ballot title states; **Mr. McCoy** said the ballot title is being challenged by a group in opposition and there is a hearing on Monday, May 13, 1996, regarding the matter.

Senator Prentice asked if, with an Initiative, the Gambling Commission can prevent licensees from ever having the ability to utilize electronic gaming devices. She said it seems like one group is trying to take away rights from another group. **Mr. McCoy** said if the Initiative passes, it would be the responsibility of the Attorney General's Office to defend the Initiative.

Commissioner Heavey asked who identifies the charities to receive the three-tenths of a percent. **Harry Chesnin**, attorney for the Chehalis Tribe, answered from the audience that it is provided that there will be a state board created and it will be a responsibility of that board.

Ms. Tellefson said she just received the ballot title and it reads, "Shall amended tribal-state agreements be authorized permitting limited electronic gaming on Indian lands for tribal government purposes with joint regulation and specified use of revenues?" **Chairman Tull** said one of the major differences between this Initiative and the I-651 is that I-671 is premised upon the existing co-regulation system, while I-651 seemed to deliberately avoid any utilization of the existing system. In the event that I-671 is certified for the ballot, then sometime before the election, the Commission may want to set aside an agenda item to discuss this.

Representative Fisher asked if the sponsors have hired signature gatherers, which would ensure that they get enough signatures. **Mr. Chesnin** answered that yes, the group has hired signature gatherers.

TRIBAL TWO PERCENT COMMUNITY CONTRIBUTION

Ms. Tolton said that over recent weeks, there have been a number of questions, at the Legislative hearings and at the Commission's compact hearings regarding the community contribution provision in tribal-state Class III gaming compacts. The majority of the compacts for class III gaming have a provision that identifies a committee responsible for distribution of these funds on a quarterly basis. Two of the tribes that the Commission has compacts with - the Tulalip and Nooksack - distribute annually without a committee with funds distributed directly to the law enforcement community. Tulalip currently distributes two-thirds to the county and one-third to the city of Marysville for law enforcement purposes. In Whatcom County, the total amount of the two percent contribution goes to the Whatcom County Sheriff. Committees in the other agreements are made up of local officials, tribal representatives, and a Gambling Commission representative.

Ms. Tolton said that Chairman Tull has served as the representative for the Gambling Commission on the Upper Skagit Committee and she has represented the agency on all other committees. The number of participants ranges from a minimum of three to a maximum of eleven in a current compact being reviewed by the Commission.

Ms. Tolton said there is a great deal of flexibility within each committee regarding how they operate, what type of guidelines are set up, whether a grant format is set up, and if agencies are invited to participate in receiving distribution of those funds. The funds are used to mitigate impacts in the community as a result of the Class III facilities. An emphasis at this point is on emergency services, with priorities going to law enforcement, which have currently included city police departments, local sheriff's offices, and also the local detachment of the State Patrol.

Ms. Tolton said some funds have been used for one-time purchases of equipment, or matching projects have been set up by some committees. For example, if there is a road improvement needed in the area of the casino, then matching funds have come from the tribe and usually the county to make

those improvements. Some compacts require that one percent go to the local sheriff's office for specific impacts on that law enforcement agency. She said there are six community contribution committees in existence now and a little more than \$2 million has been contributed to communities to date. There are currently some funds being held in accounts for distribution at the end of the quarter. Some grants have requirements to be spent for certain equipment for a specific detachment. Such equipment remains at that detachment for use within the local area of the facility.

Ms. Tolton said there are members of community contribution committees present from the Chehalis Tribe and from the Upper Skagit Tribe who would be happy to help answer any questions. She added that she believes this has been an extremely successful provision of the compact and it has been very rewarding for her to be involved in this process.

Representative Fisher asked what the match is for public works. **Ms. Tolton** answered that each one is handled a little bit differently and depends on the total amount. The tribe in some cases has matched 50/50. In other cases, if it is a large project, there has been an agreement for the county and/or the city to match on a quarterly basis until they reach the total where the funds can properly meet their needs.

Commissioner McLaughlin asked if the public works matches are outside the two percent. **Ms. Tolton** said it varies. There is some flexibility in some of the language. Some of the compacts actually say, "with consideration for transportation," while in others it strictly says "emergency services." It is really up to the committee at that point to determine the intent and sometimes it is based on the amount of revenue generated for the two percent contribution. If there is a very limited amount, then spreading it too thin does not help any of the agencies if they can't utilize the funds effectively.

Senator Prentice noted that the two percent seems to be the same in each of the compacts and asked if it exists in every compact. **Ms. Tolton** said it exists in all of the compacts with the exception of the Lummi compact, but if they moved their facility, then the two percent provision would go into effect. **Senator Prentice** asked in the time since the first compact was negotiated until now, have we gotten more specific or does the committee just make decisions. **Ms. Tolton** said that because the committee has so much flexibility with the distribution of the funds, it really has been done on an independent basis. The Gambling Commission has tried in the compact to give it flexibility, but at the same time, many of the tribes have utilized some of their 98 percent revenues to also look at helping projects within the community. It has not been confined to that 2 percent as far as what distributions have been made. **Chairman Tull** said the tribes do exert governmental powers and their expenditures will tend to be in the nature of either program or capital improvements.

AUTHORIZED SOCIAL CARD GAMES

Amendatory Section WAC 230-40-010 – Types of card games authorized

Amendatory Section WAC 230-46-100 – Bona fide charitable/nonprofit organizations – Limited social card games without obtaining a license – Conditions.

Ms. Tellefson said these two rules are up for final action today and add dominos and bid whist to the list of card games. This rule was proposed by staff at the request of a group called Southern Roots, which is a non-profit community organization. Also added in these rules is a provision that allows the director to temporarily approve new games for a time period not to exceed six months so that each new game does not have to be brought before the Commission. Instead, new games would be brought before the Commission only twice a year. Staff recommends final adoption.

Rob Saucier, Mars Hotel in Spokane and representing the Licensed Beverage Association, asked if this rule could be effective sooner than the planned July 1, 1996 date. He said that they have submitted a proposal to Director Miller for a no-banking form of black jack. **Director Miller** said there is no staff objection to moving up the effective date 20 days; the July 1 date is there primarily for administrative purposes.

Commissioner McLaughlin asked who banks the game. **Director Miller** said it is against state law for the operator to bank the game; the players bank the game.

Chairman Tull asked for an explanation of the new game being discussed. Mr. Saucier said this proposal has nothing to do with the legislation passed this year. He said the way black jack is played. people don't want to be the bank, but the rule states the players must bank the game. He said as a result of this, individuals end up controlling the bank. They've had problems because the rules are designed to require operators to get the bank to rotate, but as much as they try to require that, they still can't force the players to do something they don't want to do. The game being proposed involves no bank at all. The game uses a house dealer and has fixed wagering limits. Every player bets a like amount. The dealer deals one card face down to every player, no cards to the dealer, then one card face up to every player. Instead of playing black jack against a dealer, they are playing against every other player at the table. Whoever has the high hand wins the pot. If two or more people tie, then it's one tie all tie, and the money remains in the pot, the cards are collected, another wager is put out, that wager is brought into the pot, and play begins again. He said no player has an advantage over another player. Another advantage is that when the deal starts, instead of always starting with the player in "first base" position, a marker is rotated around the table, so the advantage of being first or last rotates around the table. He said they have run trial games, with no real money, and it appears to be a fun and potentially popular game.

Commissioner Heavey asked why the procedure was adopted to have rules become effective only twice a year; Director Miller answered that this internal policy was put into place to make it easier for staff to be prepared and to not have rules go into effect every month of the year. Commissioner Heavey said if the policy to put rules into effect twice a year is not followed this time, there will be more requests for exceptions and the policy has no validity. He asked how the licensees determine whether Commission staff is being arbitrary or not. Commissioner McLaughlin asked what the down-side is to having rules effective at various times of the year. Director Miller answered that the down side is staff really doesn't want to have rules effective every month. It's very difficult to regulate. Staff believes that twice a year is truly the best way to administer rule changes. Staff does not wish to create a precedent, that is not the intent here.

Chairman Tull asked if there is any other testimony; no one came forward. He noted that there has been testimony requesting that the rule become effective earlier. **Commissioner Heavey** moved to have the rule put into effect as proposed; **Commissioner Ludwig** seconded the motion. **Chairman Tull** said that without an amendment, this rule will go into effect July 1, 1996. *Vote taken; motion carried with four aye votes.*

ALLOWING ADDITIONAL BINGO GAMES TO BE PLAYED CONCURRENTLY WITH OTHER BINGO GAMES

Amendatory Section WAC 230-08-080 - Daily records - Bingo

Amendatory Section WAC 230-08-105 - Disposable bingo cards - Inventory control record

Amendatory Section WAC 230-20-101 - Income from bingo games - Receipting required.

New Section WAC 230-20-104 - Cash register method of receipting bingo income.

New Section WAC 230-20-105 – Ticket method of receipting bingo income.

New Section WAC 230-20-106 – Electronically generated bingo card method of receipting bingo income.

New Section WAC 230-20-107 - Disposable (throwaway) bingo card method of receipting bingo income.

New Section WAC 230-20-108 - Combination receipting method of receipting bingo income.

Amendatory Section WAC 230-20-240 – Bingo equipment to be used.

Amendatory Section WAC 230-20-241 - Player selection games

Amendatory Section WAC 230-20-242 – Activities conducted as a part of bingo games – Authorization – Restrictions.

Amendatory Section WAC 230-20-246 – Manner of conducting bingo.

Chairman Tull said there has been a request to continue these rules. He asked Ms. Tellefson to give a quick overview.

Ms. Tellefson said these 12 rules refine and clarify the methods of receipting for bingo. They also authorize powerball games and include some housekeeping changes. These rules have been discussed consistently over time with the charitable/non-profit study group.

Director Miller said this rule has no effective date noted and they should become effective 30 days after filing. **Chairman Tull** asked if the Commission could state that the effective date would be July 1, 1996, because it would otherwise become effective at the 30-day mark.

Commissioner Heavey asked how the Commission can change state law by saying the effective date is a particular date when the state law says the rules are effective 30 days after adoption if the effective date is not noted in the rule as passed. **Director Miller** noted that there is a place on the form that asks when the effective date should be. **Chairman Tull** said it is because the Commission has a relatively firm policy that rule adoptions have been effective twice a year and that is usually mentioned in connection with each public discussion of the proposed rules.

Commissioner Heavey said the Commission cannot tell someone they cannot start playing a game 30 days after the rule has been adopted by the Commission, since that is what state law says. **Mr. McCoy** said if a different effective date is wanted, it is required to be in the adopting order.

Mr. Bishop said it's on the form from the Code Reviser and agrees that the WAC rule must be changed in order to comply with state law.

Chairman Tull called for any public testimony on the rules. He reminded the audience that there will be another opportunity for public comment at the next Commission meeting.

Norm Majer, Spokane Valley Foundation, asked about the rules in this section regarding the disposable (throwaway) bingo card method of receipting bingo income. He said his people know nothing about these rules and it seems quick to be voting on them already. **Chairman Tull** said these will not be voted on today so there will be more time for licensees to study the proposals. **Mr. Majer**

said that answers his question.

HOUSEKEEPING

Amendatory Section WAC 230-02-035 – Field offices and operations

Amendatory Section WAC 230-50-800 - Petitions for rule making, amendments, or repeal.

Ms. Tellefson said these are two housekeeping amendments that are up for further discussion. One lists the correct addresses of the field offices and the other adopts OFM's guidelines for petitioning the Commission. Staff recommends further discussion.

Chairman Tull called for public testimony on the rules. No one came forward.

PETITION FOR TECHNIK MANUFACTURING TO AMEND PULL TAB DISPENSING DEVICE **STANDARDS**

Amendatory Section WAC 230-30-097 – Standards—Approved pull tab dispensing devices

Ms. Tellefson said this is a petition proposed by Technik and Universal Manufacturing. Roger Hirsch, the representative from Universal, is here and would be happy to speak on this. The petition requests a change in the standards for pull tab dispensing devices, setting forth a different standard for jar ticket dispensers so that either all tickets are clearly seen or the dispenser would have a resettable counter but it would not require the permanent lines or markings so that patrons could see the number of tabs left which is required on the regular pull tab dispensers.

Roger Hirsch, Vice Chairman, Universal Manufacturing, said iar tickets do not stack readily and consequently the new machine that has been developed over the past couple of years can't employ any useful graduations to indicate to the player how many tickets are left. They are hopeful that, with the adoption of this rule, the Commission will accept the player's ability to view the bulk of the tickets in the machine and make his/her calculations on their chances to win.

Chairman Tull asked if the commissioners are familiar with what a jar ticket is; Senator Prentice asked for clarification. Director Miller said jar tickets are banded tickets. They are always sold in fish bowls. He said this machine is an attempt to make jar tickets more vendible. This company has developed a new dispenser where four tickets are stapled together. The tickets are in cylinders that continually rotate so they are always being mixed up. A magnet grabs one of the tickets and puts it through a chute. The tickets are visible all the time just like in a fish bowl. The old rules said that for any type of a dispenser there has to be graduation lines for the number of tickets left. However, because every ticket can be seen, staff felt this is the one type of situation where visibility is just as good as having a graduation. This cannot be graduated because the tickets are constantly moving. The player has more vision here than they do with a fishbowl because they can see the entire series in front of them. **Senator Prentice** asked what happens after the customer puts money into the machine. Director Miller said the player pushes a button, the cylinders spin, a magnetized system grabs the ticket and sends it down the chute to the player. This dispenser continually randomizes the tickets, but the player can actually see what is in front of them, which is actually an improvement to a current fish bowl where the player can only see the front.

Chairman Tull asked how many states play jar tickets. Mr. Hirsch answered that he believes about 30 states buy jar tickets from his company. Chairman Tull asked how many of those states actually WSGC Meeting, Vancouver Friday, May 10, 1996

authorize jar tickets. **Mr. Hirsch** said he was only counting those states which authorize jar tickets. **Commissioner McLaughlin** asked what stapling jar tickets means. **Mr. Hirsch** said stapling tickets is simply taking a bundle of tickets and putting a metal staple into it to hold the bundle. It is that part that the magnetic portion of the machine captures. **Commissioner McLaughlin** asked what prevents a manufacturer or operator from stapling a bunch of winners or losers together. **Director Miller** said through the Commission's rules, every game sold in this state cannot have a pattern and the winners cannot be predetermined. If we find a game with patterns in them, we would see recalls and severe penalties. Manufacturers take that very seriously because they cannot afford to have that kind of problem.

Mr. Hirsch said in some tests with the staple tickets of other manufacturers, the machine works with their tickets as well. There is nothing peculiar about Universal's machine that makes it work only with tickets from Universal. **Chairman Tull** said any questions, concerns or comments should be sent to the Commission before the June Commission meeting.

KENO BINGO

Ms. Tellefson said this rule authorizes keno bingo, which is a variation of bingo. Staff recommends filing.

Kevin Crum, Washington Charitable and Civic Gaming Association, said they support filing for discussion.

Commissioner Heavey moved for the filing of this rule for further discussion; **Chairman Tull** seconded the motion. *Vote taken; motion carried with four aye votes.*

<u>UNFINISHED OR OTHER BUSINESS</u>

TRIBAL-STATE CLASS III GAMING COMPACT CONFEDERATED TRIBES AND BANDS OF THE YAKAMA NATION

Chairman Tull said this item was deferred from the Yakima meeting in March to the meeting at Blaine in April. A question arose at the April meeting about the precise writing of a stipulation that would accompany the proposed compact. The matter was set over and discussed briefly at the special meeting in Tacoma. Most of the issues were clear at that point. He asked Director Miller to brief the Commission on what has transpired since the special meeting in Tacoma. Director Miller said the only item remaining is some clarification of the stipulation and the settlement regarding the lawsuits, specifically the clarification regarding the ability to amend the current suit. He said he had been advised by the Commission's attorney that that has been taken care of. Mr. McCoy said he did have a discussion with the Yakama Nation's attorney, Mary Prevost, and the Tribe has agreed to language that would take into consideration Commissioner Heavey's concern that there be some language in the compact indicating that the plaintiff agrees not to amend its complaint. Commissioner Heavey asked if the agreement includes the wording that the cause of action is dismissed "with prejudice." Mr. McCoy answered that yes, the agreement includes those words. Chairman Tull asked if that document is here; Mr. McCoy said he thought he had that document with him but he does not.

Chairman Tull said the motion to approve the Yakama compact was already made and seconded in Blaine at last month's Commission meeting. He thanked the members of the Yakama Nation for their patience. *Vote taken, motion carried with six aye votes.* **Commissioner Heavey** thanked Ms. Prevost

and the Yakama Nation for putting up with his "picking of nits."

PUYALLUP NATION COMPACT

Chairman Tull said he is aware of at least one audience member who wishes to testify

Don Dem, 1818 East 30th, Tacoma, said he lives about a half block from where the bingo operation is and near the casino site. He said he is a member of the Eastside Improvement Group. He is a former director of the Servicemen's Christian Center in Tacoma, and he also works with the Calvary Baptist Church and the Christian Laymen's Outreach. He said he never got word concerning the meeting that took place in Tacoma on May 3. He stated that he is against casino gambling across the nation, which has been epidemic. This casino will be built within a couple blocks of his home, and he cannot see where any type of gambling is going to benefit anybody. He encouraged a vote against this compact and any other gambling in the area.

Chairman Tull asked if anyone else would like to testify regarding this matter.

Rob Saucier said the WSLBA had the opportunity to testify in front of the joint legislative committee at its compact hearing. He said he testified that the WSLBA position on the compact with the Puyallups is not to approve or deny it. WSLBA takes no position on it because they feel it is an inevitable decision that the Commission will make. He said the WSLBA would like to remind the Commission of the impact tribal casinos are having on licensed operators. He said in Pierce County during last year, card room revenue is down over 30 percent. Statewide, the number of card rooms over the last couple of years has dwindled from 122 cardrooms to 91 and many of those are no longer operating. When the Puyallup's casino opens, it will likely do \$200 million in business even if I-671 does not pass. Licensees will have an even more difficult time competing with this particular operation due to its size and location.

George Teeny, La Center, said that the previous speaker represents most of the commercial operators, and he would like to speak about what is happening on the <u>Seminole</u> case. He said he spoke with I. Nelson Rose for about an hour and a half on the phone the other day, and his opinion is that Congress will revisit and modify the IGRA considerably so that the tribes will be allowed to have exactly what the state has; for example, if a state offers three days of charitable casino nights, that's exactly what the tribe will be allowed to have, no more, no less. The expansion is growing into epidemic proportions. He said he is not saying that the Commission can stop the Puyallups, but he feels that they are here to stay and they will have a casino. He also believes the Quinaults will be able to have a casino off their reservation land, and that the other tribes that come in the future will get what they want. He asked the Commission to take things a bit slower if that can be done. It is easier to stop something from happening than it is to remove it after it has happened. He asked that the Commission check with the federal government prior to making decisions affecting this state.

Chairman Tull asked if I. Nelson Rose's crystal ball predicted what the effect would be on existing compacts and existing operations. Mr. Teeny said Mr. Rose said he felt if there is a limitation on the compacts that are in existence, the states will be able to revisit and to decrease the size and scope of the existing facility. For compacts that have no time limit, Mr. Rose says that states will still have control, but it won't be as clear and decisive as if there was a limitation on the compacts. Mr. Rose also felt that even the existing compacts can be phased out, that the state will even be able to tax the tribes, not with the optional two percent but with the twenty percent that the cardroom industry is now being charged. Chairman Tull asked if the crystal ball also showed what may happen in Eastern Washington. Mr. Teeny said that Mr. Rose said something similar happened in Fort McDowell in Arizona. He said the state did not allow the tribes to have slot machines, although the tribes did have

slot machines, so the state brought in moving vans, the FBI, and the U.S. Marshall. The tribes did not allow them to take the slots and now the FBI and the U.S. Marshall are in a tenuous situation. **Chairman Tull** said that he has had the occasion to meet and talk to Professor Rose and he enjoys having discussions with him and that he is sometimes correct.

Senator Prentice asked if Professor Rose assisted in counsel to any other Congressional committees or is he someone who has well developed opinions that he has researched. **Director Miller** said Professor Rose writes for many publications, he has many clients, and he is a practicing lawyer. He has written a book, <u>Gambling and the Law</u>, and he has many strong opinions.

Director Miller said that at the last meeting, May 3, comments were received regarding numerous issues from local citizen groups. Staff has completed a response to those concerns. He said there is an amendment to strike a paragraph about punchboards and pulltabs in Appendix B because it is duplicative of what is already in the compact. On page 11 of the compact, there is a technical clarification to the sentence that says, "initially the Tribe may establish one Class III gaming operation and gaming facility to be located on the Puyallup Indian Reservation at 2002 East 28th, Tacoma, Washington, or tribal land held in trust," (the Commission would like to insert the words "within or" at this point) "within or contiguous to the reservation as agreed to by the parties for the operation of any class III gaming authorized pursuant to this compact". He said the County also expressed concerns that the land settlement agreement should be named in the compact. The language should be amended as follows: "to the extent that state law or tribal ordinances or any amendments thereto are inconsistent with any provision of this compact, this compact shall control." The amended language is "Provided, nothing in this compact is intended to supersede, amend, or repeal the consultation procedures established in section 8 (c) of the Puyallup Tribe Land Claim Settlement Agreement of August 27, 1988, attached hereto as Appendix C, to which the state and other local governments are parties thereto, in section C of technical document 7, which is referred in the agreement attached hereto as Appendix C." We believe this language should satisfy local government. We have given the consultation process superiority, which was the intent of the parties during negotiations. Director Miller further pointed out that this agreement has been incorporated into the compact. Hopefully, these issues should no longer be of concern to local government.

Director Miller said that on page 53 of the compact, referring to the community contribution, section 14(d), the County had raised some concerns about the term "actually impacted" or "materially impacted." Staff wants to change the word "actually" to "materially" as a standard that is used to look at the impacts that occur. That will make it consistent throughout the compact. With regard to the other concerns of the County, staff does not believe they warrant further changes. The compact is very clear and concise in all areas, and certainly consistent in many ways with others, but obviously it recognizes the land settlement agreement, which was one of the goals in this process. He said staff asks that the Commission approve the compact as just amended and forward it to the Governor.

Commissioner Heavey reviewed a series of his proposed amendments. He proposed in Appendix B, page B-3, section 2, that the title of section 2, "Punchboards and Pulltabs" be deleted and that the word "Reserved" be substituted and that the paragraph in section 2 be deleted. He explained that the reason for substituting "Reserved" for "Punchboards and Pulltabs" rather than eliminating section 2 is that it would require re-numbering the rest of the sections. By doing this, the remaining sections would not have to be renumbered. On page 53 of the main compact, on line 7 after "traffic and transportation" and before "impacted," the word "actually" be stricken and "materially" be substituted. On page 61, paragraph 18, after "control" on line 3 of that paragraph, the following language be inserted "provided nothing in this compact be contended to supersede, amend, or repeal the consultation procedures established in section 8(c) of the Puyallup Tribe Land Claim Settlement Agreement of August 27, 1988 (attached hereto as appendix C), to which the state and other local governments are parties thereto, and section C of technical document 7 (which is referenced in the agreement, attached hereto as

appendix C)." The language about which he is speaking is highlighted on page 4 of Mr. Miller's memo to the Commission dated May 8, 1996. Also on page 11, line 25 before "contiguous" insert the words "within or".

Commissioner Heavey moved to adopt the amendments as he has read; **Commissioner Ludwig** seconded the motion. **Chairman Tull** said that as long as there is no clarification necessary, the amendments stand as read by Commissioner Heavey. *Vote taken on amendments; motion carried with six aye votes to amend.*

Senator Prentice said she would like to respond to the speaker's comments opposing the compact. She said she was surprised at the lack of public opposition to the compact. She said it isn't that people love gambling but rather that they have accepted that it is coming. She said that to reject the compact at this time would really say that the Commission had not been engaging in good faith bargaining. Regardless of what the Seminole decision said, what the Commission has is its word and what the Tribe has is their word, so the Commission and the Tribe are coming together and signing a legal document. She does not want to see a situation where the Commission shuts the door and makes an invitation to any tribe to ignore the legal process that has been set forth and followed, because then the situation would truly be out of control.

Chairman Tull said he also has a couple of amendments. He said on page 15, line 12, it refers to comingling of Class II and Class III activities, which is something that is likely to occur. He said he would like the language such that it is interpreted to mean that there would be no co-mingling until that agreement was executed. He asked if it would help to insert the words "prior to any co-mingling" after the word "shall" **Director Miller** said that was the intent. **Chairman Tull** moved to accept his amendment; **Commissioner Ludwig** seconded the motion to amend. **Chairman Tull** asked the Puyallup Tribe's attorney if there are any objections; **Mr. De Los Santos** stated that he concurs with Director Miller that that was the intent. *Vote taken on the amendment, motion carried with six aye votes; amendment accepted.*

Chairman Tull asked regarding page 16 where the compact says, "after six month of operations, the Commission conducts a review", whether that review commences after six months. **Director Miller** said depending on the staff's resources and time, the WSGC staff has usually waited for the six-month period. Sometimes if things are going very smoothly and staff sees a real commitment, staff will try to accommodate and begin the process earlier.

Chairman Tull referred to page 21 and asked about the language, "may conduct a background investigation." He asked if the intention was that this be permissive. **Director Miller** said it is intended to be permissive because in so many situations the staff does, to an extent, the entire background investigation. The tribe takes the application, completes step 1, and forwards the application to WSGC staff for completion. This gives the tribe the option of doing backgrounds as well if they choose. Some tribes are looking at taking over background investigations for their own members.

Chairman Tull referred to page 25 in the first paragraph after, "enrolled members of the Tribe." He asked whether or not this refers to members of the particular tribe or members of several tribes with which the Commission is doing business. **Director Miller** said the intent is members of the Puyallup tribe. There have been instances where members of one tribe are working for another tribe and there have been good grounds to issue a temporary certification and that has been done without a problem. **Chairman Tull** referred to page 31 and said there may be a typographical error in that it says, "shall be supervised and accountable only to." The word "by" is missing after "supervised." **Director Miller** confirmed that is a typographical error and the word "by" should be added.

Chairman Tull referred to page 32, where it talks about "developing and fostering a relationship." He asked if some sort of adjective to describe the type of relationship could be added. He moved that the word "cooperative" be inserted prior to the word "relationship"; **Commissioner Heavey** seconded the motion. Vote taken, motion carried with six aye votes.

Chairman Tull said that on page 35, the word "provided" should be deleted and after the word "operation" the phrase "only in the event that such disclosure shall not compromise" be inserted. **Commissioner Ludwig** seconded the motion to amend; vote taken, motion carried with six aye votes.

Commissioner McLaughlin asked if the Puyallup Tribe is agreeable to these changes; **Director Miller** noted that he has been checking with them and they have nodded in agreement to each of these changes.

Commissioner McLaughlin responded to the speaker who spoke in opposition to the compact. She said that other gambling in the state is going away. She said there aren't any more gamblers in the state; but they are changing places. She said she has never heard so much testimony in a public comment period stating that gambling was going to take care of all of the social ills of the world in that area. The people involved with education testified that it was needed in that area. Many people spoke to human service needs and that the gaming activity of the casino would take care of a lot of problems. She doesn't believe that this is necessarily going to hold true. In her opinion, this is going to create some problems as well, so she hopes that the Puyallups are very cognizant that this is not an answer to everything. She thinks that the Commission has to be very fair to the other parts of the industry.

Commissioner Ludwig said his comments are along the lines of Senator Prentice. He said that in 1973, the law allowed certain forms of gambling activity in this state. That law also provided that those authorized forms of gambling should be closely controlled. In 1988, Congress said that anything offered off the reservations should be allowed on the reservations. Without the compact, there is not the close control that exists with the compact. He said not only does the state have control, it has possibly the best control of any state over tribal gambling.

Commissioner Heavey said since the <u>Seminole</u> decision came down, there have been some opinions expressed that the Commission should not agree to anymore compacts. He said he disagrees with that opinion and noted that the Commission has a legal obligation to negotiate with Indian nations with regard to gaming. He said he wanted to make the record publicly clear that he doesn't believe that the <u>Seminole</u> decision means that the Commission is entitled to ignore the law.

Chairman Tull said this is a significantly different compact situation than has come before the Commission before. He said there have been compacts with tribes that are in very isolated rural settings. There have been compacts with tribes in small town or suburban settings. This compact is the first one in an urban setting and it is a major cause of concern to him. He said to the leaders of the Puyallup tribe and to the people and leaders of Tacoma and Pierce County that it is imperative that the officials work together to regulate this casino at the highest levels. He said that if this does not occur, it could be the beginning of the end of tribal gaming operations of this size in the state of Washington.

Commissioner Ludwig moved to approve the compact with the Puyallup Tribe and forward it to the Governor. **Commissioner McLaughlin** and **Representative Fisher** seconded the motion. *Vote taken; motion carried with six aye votes.* **Chairman Tull** said this compact will be forwarded to the Governor for his consideration.

COMMENTS OF PUBLIC OR PUBLIC OFFICIALS

Chairman Tull said that at the Friday, June 13, 1996, Commission meeting in La Conner, there will be a presentation and workshop on the issue of problem gambling. He said it will probably run from 3:00 p.m. to 5:00 p.m.

He asked if anyone would like to bring anything up at this time.

Rob Saucier said he would like to comment on the competition between commercial licensees and tribal operations. He said if you look at the type of gaming that the cardroom industry has had, the tribes have had the ability to operate those types of card games in the past. They have the opportunity to operate those type of Class II games in as many locations as they want, anywhere on their reservation or on trust land that they acquired prior to 1988, and they can do so without a compact with the state. The observation is that none of them have chosen to do that because, obviously, they do not feel that it is a competitive, profitable form of gaming venture for them.

The WSLBA's remedy last year was to go to the Commission and ask for some rule changes. The Commission granted that request. The next step was to go to the Legislature with two bills, one of which, SSB 6430, was passed by the Legislature and signed by the Governor. That bill becomes effective on June 6, 1996. As a result of this, the industry wants to respond as quickly as possible, but wants to make these changes in such a manner that there isn't a black eye on the industry either. WSLBA has been working with Commission staff to put a new rule package together. However, the concern is that if those rules follow the normal procedure of filing, comment, and discussion and then, as Commissioner Heavey pointed out today, those rules would not be implemented before January 1, 1997. Perhaps by then Initiative 671 may have passed and a lot of people would raise the white flag and get out of the business altogether. Therefore, he thinks it is critical for the survival of the industry to act as quickly as is prudent; therefore, the Licensed Beverage Association and the Recreational Gaming Association will be holding board meetings soon to put together a petition to be submitted at the June meeting as an emergency rule order.

Mr. Dem said he'd like to respond to the comment that there aren't any new gamblers. He said the Puyallup Tribe has said that they will be hiring 100 people from the Pierce County area and one third of those people will be from the Puyallup Tribe. **Mr. Dem** said that he has seven children, the youngest is 21 years old, the oldest is 36 years old, and he doesn't want any of his children working for the proposed casino. He feels there will be a lot of new gamblers created from children.

James Miles, Chairman of the Puyallup Tribal Gaming Commission, said that, in response to Commissioner McLaughlin's comment regarding gambling not being the cure for all problems, the Puyallup Tribe knows gambling will not solve all their problems. However, it will provide the means to start addressing those problems and eventually solve those problems. Chairman Tull said he feels the big law enforcement challenge is going to be outside the casino. With any significant influx of people, more problems come, regardless of rural or urban setting. He wished the Puyallup Tribe good luck and said he hopes that tribal gaming, along with other tribal law enforcement people, will attract the attention of other tribal leadership to attend to issues as they come on the horizon.

Representative Fisher said the casino will be located in her district, and she will be happy to hear when the Tribe involves the Eastside community in trying to solve the problems on both sides.

Chairman Tull said there is a special meeting on June 1, 1996, at Ocean Shores for the purpose of conducting a public hearing and to further deliberate on the proposed Class III compact with the Quinault Tribe.

Chairman Tull adjourned the meeting.

NOTE: THESE PRINTED MINUTES PLUS THE TAPES CONSTITUTE THE FULL MINUTES.

Susan D. Green Executive Assistant